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BEYOND SHELTER:

A HOMELESS PLAN FOR SAN FRANCISCO

IMPLEMENTATION PLAN FOR 1989-1990 FISCAL YEAR

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INTRODUCTION

The Implementation Plan incorporates combined federal, state, local and private resources available in FY 1989-90 and calls for cooperation and coordination between city departments, especially Social Services, Public Health, Housing Authority Redevelopment Agency, and Mayor's Office of Housing. The Implementation Plan is the first step in carrying out a long-term homeless plan in San Francisco, as described in the companion document, Statement of Need.

The critical shortage of low-cost housing and the need for comprehensive mental health and substance abuse services are exacerbated by the severe limitations of federal and state funding. Local governments, even with the active involvement of the private sector, cannot shoulder those responsibilities alone.

On the other hand, there is much that can be done immediately. Without underestimating the magnitude of need, there are some encouraging signs on the federal, state and local levels

On the federal level, last month San Francisco received \$6 million in federal funding through the Stewart B. McKinney Homeless Assistance Act, with an unprecedented success rate of five projects funded out of five applications submitted. This success was due in part to a more coordinated city-wide approach toward pursuing federal funds and also by setting aside a local match to add weight to individual funding requests.

D REF 362.5097 Sa525bi

San Francisco (Calif.).
Office of the Mayor.
Beyond shelter : a
homeless plan for San
1989.

On the state level, the State Department of Housing and Community Development is now accepting applications for Proposition 77 and 84 funds. The Mayor's Office of Housing is prepared to work with community agencies to pursue these funds in much the same way the City provided support, technical assistance and a local match for the McKinney Act funds.

Locally, the Redevelopment Agency, the Housing Authority the Department of Social Services, and the Department of Public Health, working with the Mayor's Office, are forming an unprecedented inter-departmental approach to homelessness in San Francisco.

The Redevelopment Agency, which before this year has had virtually no role in City homeless policy, has emerged as a major local supporter of homeless programs. The agency has already committed \$892,000 to purchase a residential hotel for chronically mentally disabled homeless people, allocated \$100,000 to the Department of Social Services to develop a Housing Referral Program and will be devoting \$3.7 million plus a portion of its \$10 million bond to developing housing affordable to people with very low incomes.

The Housing Authority will redouble its efforts to rehabilitate vacant units and improve safety and security throughout the project areas. It will begin construction on 208 new units in the Plaza West development, and institute a new eviction prevention program with the Department of Social Services to help prevent AFDC families in public housing from joining the ranks of the homeless.

The Department of Social Services, whose temporary shelter system has been synonymous with City homeless policy for the past several years, will continue its new and innovative approaches to creating exits out of homelessness rather than expanding a warehousing system.

This year the department will expand the modified payment program to place up to 1,000 GA recipients in permanent housing arranged through the Tenderloin Housing Clinic, which negotiates rent discounts in exchange for direct payments to the landlords, increase its commitment to the transitional housing pool to help draw down more federal dollars, integrate job training into homeless programs, allow GA recipients to keep earnings from part time jobs (thus increasing their income and making housing more affordable), and establish an eviction prevention program and a program to assist homeless single people and families find and maintain permanent housing. The department will also work closely with the Mayor's Office and community groups to develop a 24-hour homeless intake facility, multi-service center with emergency shelter and transitional housing. Acquisition costs for this project will be funded, in part, by \$1.5 million from the General Fund.

The Department of Public Health, with the assistance of McKinney funds, will initiate the fifth support service program for homeless mentally disabled people. The Department will also seek additional McKinney funds to support the Health Care for the Homeless Program which it administers jointly with the San Francisco Community Clinic Consortium. The Division of Mental Health, Substance Abuse and Forensic Services will also seek federal and state grants to improve mental health and substance abuse services for homeless people.

Consistent with the Statement of Need, this Plan addresses five distinct areas: prevention, housing, income, health and support services and emergency services. It also focuses on the special needs of specific homeless subpopulations.

There is much to be done, but now is the time to start.

It is in that spirit that the Implementation Plan for FY 1989-90 is offered. It represents some initial and important steps that we hope will both produce immediate results and carve out a path for the future.

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I. PREVENT ADDITIONAL PEOPLE FROM BECOMING HOMELESS

A homeless plan must go beyond the creation of new programs for homeless people and include preventive measures aimed at tenants likely to become homeless should they be evicted or displaced from their home.

People who currently live in low-cost housing and depend upon public assistance or minimum wage jobs are particularly at risk of losing their homes if faced with sudden job loss, medical problems or other unanticipated expenses. Once evicted, many low income tenants cannot afford the high move-in costs (first and last months rent plus security deposit) in an increasingly competitive housing market and often become dependent on the City's homeless program. Every effort should therefore be made to prevent people from being evicted from their homes.

The City must also vigilantly protect existing low-cost housing to prevent additional people with very low incomes from becoming homeless. Over the last decade, thousands of low-cost housing units have been lost through demolitions and conversions (both legal and illegal) and low-cost housing tenants were in many cases priced out of the very units they lived in. Furthermore, in the next five years, thousands more federally subsidized low-cost units may lose their subsidy and revert to the private market.

City zoning ordinances and housing laws designed to protect low-cost housing are an important tool to preserve existing housing. A 1986 report prepared by the San Francisco Housing and Tenants Council, based on records obtained from the Planning Department, the Bureau of Building Inspection and the San Francisco Redevelopment Agency, estimates several thousand units were lost in the past decade because laws protecting affordable housing were disregarded or poorly enforced. Aggressive enforcement of these laws is a key strategy in preserving San Francisco's remaining affordable housing units.

Residential hotel rooms have been and remain particularly vulnerable. The City's supply of these low-rent rooms has diminished by roughly 9,000 units since 1975. Approximately 2,000 units have been lost since the passage of the Residential Hotel Conversion Ordinance in 1981.

While maximizing local efforts to preserve housing, we must also seek to protect the 2,000 affordable units in San Francisco built with or supported by federal subsidies that are due to expire by 1993.

This plan describes prevention efforts that must occur at the same time new programs discussed in sections 2-5 are being designed and implemented:

Prevention activities include:

- Assisting people in maintaining their current housing;
- Preserving existing low-cost housing.

A. ASSIST PEOPLE IN MAINTAINING THEIR CURRENT HOUSING

Every effort must be made to assist people who are facing eviction, to reduce the likelihood that they will become homeless.

1. Establish "early eviction warning system" for public housing tenants receiving Assistance to Families with Dependent Children (AFDC)

The Housing Authority will institute an early eviction detection program to notify the Department of Social Services when AFDC clients are delinquent in their rent payments. Prior to initiating eviction proceedings, a Department of Social Services case worker will contact the delinquent client to develop a modified payment plan to directly pay the rent, a repayment schedule for back rent owed and money management training to assist the client in regaining control over his/her own funds.

Estimated Cost: San Francisco Housing Authority and the Department of Social Services staffing costs will be absorbed by the departments.

2. Consider expanding "early eviction warning system" to include AFDC clients living in private housing

Based upon the experience of the early eviction notification system developed between the Housing Authority and the Department of Social Services, the Mayor and the Department of Social Services will seek to expand the program to include AFDC clients who are living in private housing.

The Mayor and the Department of Social Services will encourage private landlords and tenants receiving AFDC to participate in the early eviction notification system. The Department of Social Services will then offer the same modified payment plan for direct rent payments, assistance in developing a repayment schedule for back rent owed and referral to a community agency for money management counseling.

This program will provide landlords with an alternative to costly and prolonged evictions while preventing the eviction of tenants who may otherwise become homeless and dependent on the City's homeless program.

Estimated Cost: No additional cost beyond those already incurred in the first phase of the program.

3. Coordinate eviction assistance, pre-eviction counseling and emergency loan programs

The working poor and others not receiving AFDC benefits who cannot participate in the Department of Social Services early eviction notification system can receive pre-eviction counseling and emergency loans to cover one-time financial crises through the Red Cross Homeless Prevention Program and the San Francisco Chronicle Season of Sharing fund.

The Red Cross Homeless Prevention Program, which began in April 1989, provides pre-eviction counseling and case management for up to 60 families. The Red Cross has applied for additional funding for the program. The Season of Sharing fund, administered through the Northern California Grantmakers, provides emergency loans to help forestall evictions. Those services should be coordinated with the early eviction notification system to provide comprehensive eviction prevention services.

The Department of Social Services will designate a point person to work with these agencies to coordinate the services offered by each agency and support requests for any additional funding necessary to accommodate actual demand for services.

Estimated Cost: The Department of Social Services costs can be absorbed by department.

4. Explore ways to create an emergency eviction fund for residential hotel operators

Every effort should be made to prevent the costly and protracted eviction of permanent residential hotel tenants who are faced with a one-time financial crisis and temporarily unable to pay rent.

The Mayor's Office of Housing will explore ways to create a special fund available to profit and non-profit hotel operators to cover one-time financial crises for long-standing tenants whose term of tenancy has exceeded one year. Program would be coupled with a money management program through the Department of Social Services.

Estimated Cost: Administrative costs will be absorbed by the Mayor's Office of Housing.

B. PRESERVE EXISTING LOW-COST HOUSING

Existing low-cost housing must be preserved so that those with very low incomes do not risk becoming homeless.

1. Strengthen the Residential Hotel Conversion Ordinance

Low cost residential hotel rooms continue to be removed from the housing stock despite the passage of the Residential Hotel Conversion ordinance in 1981. Due to complexities in the law and difficulties enforcing the ordinance, residential hotel rooms continue to be converted to more lucrative tourist rooms, despite the legislative intent of the ordinance to limit residential hotel conversions.

The Mayor has prepared legislation and will request that the Board of Supervisors adopt amendments to strengthen and improve enforcement of the Residential Hotel Conversion Ordinance to prevent the further erosion of low-cost residential hotel rooms. Key features of the legislation include:

- requiring individual rooms be designated as tourist or residential;
- requiring public hearings for permits to convert;
- requiring landlords make a good faith effort to rent rooms to residents during the winter months in order to rent vacant residential rooms to tourist during the summer;
- allowing weekly rentals for no more than 20 percent of the residential rooms;
- granting building inspectors authority to issue citations for failure to comply with key provisions of the ordinance;
- allowing the right of private action to enable an interested party to bring about civil proceedings for injunctive relief and damages
- remove the current \$5,000 penalty provision;
- increasing the in-lieu fee as one of the replacement housing option from 40 percent to 80 percent of the cost of construction of an equal number of comparable units plus the site acquisition cost;
- Require one-to-one replacement provision when building demolition is necessitated by major fires, natural causes or accidents where the cost of repair exceeds 50 percent of the replacement value of the building.

Estimated Cost: None

2. More aggressive enforcement of all laws protecting low-cost housing

Low cost residential hotels and apartments have been illegally converted despite zoning ordinances and local laws designed to permanently protect these units as low-cost housing.

The Deputy Mayor for Housing and Neighborhoods will coordinate the efforts of the Planning Department, the City Attorney's Office and the Bureau of Building Inspection to vigorously enforce all laws aimed at preserving low-cost housing and to explore the most cost effective way to to stymie the illegal conversion of affordable housing units.

The Planning Commission has directed the Planning Director to assign additional staff to code enforcement matters and proposed amendments to the Residential Hotel Conversion Ordinance will improve enforcement of that law for the Bureau of Building Inspection.

Increased enforcement is estimated to restore 50-100 low-cost units during the 1989-90 FY.

Estimated Cost: To be determined

3. Support federal and state efforts to extend federal subsidies, limit mortgage prepayments and encourage non-profit developers to acquire federally subsidized, privately owned housing projects

The Mayor will support all federal and state efforts, and if necessary, initiate federal and state legislation to protect and extend existing federal housing subsidies and immediately communicate to Representatives Pelosi and Boxer and to Senators Cranston and Wilson San Francisco's support for:

- HR 1057 - which would aid non-profit housing developers to acquire federally subsidized, privately owned housing projects, thereby extending the commitment to maintain the units as low-cost housing.
- HR 1180 - to extend federal Section 8 subsidies for five years and extend the moratorium on mortgage prepayments for two years.

On April 20, 1989, at a congressional hearing sponsored by Representatives Pelosi, Edwards and Mineta, Mayor Agnos presented testimony in support of HR 1057.

- SB 565 – The National Affordable Housing Act (Cranston-D'Amato Bill) to give state and local government more responsibility to design and implement housing programs, including the developing model programs that incorporate the most effective methods for providing affordable housing, promoting public-private partnerships with 25 percent state or local match, introducing special financing programs for the construction of affordable housing, establishing a new Office of Affordable Housing Preservation to retain affordable housing, working with state and local governments to develop strategies to maintain low-income affordability for federally assisted housing, providing rental assistance and supportive housing for the elderly and handicapped restoring support for Public Housing and granting localities more flexibility in how to best allocate McKinney resources.

II. CREATE NEW PERMANENT AFFORDABLE HOUSING OPPORTUNITIES

The creation of low-cost housing will be the best measure of the degree and rate of success in efforts to address homelessness. No matter what other problems they might have, people need a place to live they can afford, or they will become homeless. Moreover, the entire service system designed to help people get off the streets and live independently, from emergency shelters to transitional housing, depends ultimately on the availability of low-cost housing, since accommodations intended for temporary use would otherwise continue to be full for lack of any place else to go.

The explosive growth of homelessness during the 1980s is tied directly to the housing crisis. A sizable portion of San Francisco's low-cost housing stock has been lost to demolition and conversion. When low-cost housing is replaced, it is mostly with housing at a much higher standard of affordability.

While average rents in San Francisco have nearly doubled since 1980, rental costs for the City's most affordable housing has increased at about twice the City wide average - far outstripping increases in public assistance benefits and minimum wages. For example, over the last ten years, Tenderloin residential hotel rooms and studio apartments have increased 166 percent and 183 percent respectively, while public assistance and minimum wages have increased marginally during this same time period. In the process, those with very low incomes have been priced right of of the market.

At the same time, a dramatic 75 percent reduction in federal housing subsidies during the Reagan administration has all but eliminated one of the few hopes poor people have in an increasingly inaccessible housing market.

A central component of the plan to address homelessness in San Francisco requires that substantial action be taken in at least two general areas:

- Assist people with very low incomes to secure and maintain whatever housing currently exists;
- Create new units of permanently affordable housing to the very low income.

Even under the best of circumstances, the acquisition and rehabilitation of vacant units or new construction would take several years to accomplish on a scale sufficient to meet the housing demands. For that reason, it is particularly important that every effort be made to assist people in securing housing in the existing market.

A. ASSIST PEOPLE TO LOCATE AND MAINTAIN HOUSING

There is a severe shortage of affordable housing for Aid to Families with Dependent Children, SSI and GA recipients, as well as for the working poor. New programs will be established to help people with very low income locate and maintain market rate and subsidized permanent housing.

1. Create a Housing Referral Program to develop a comprehensive inventory of available low-cost housing and provide housing counseling and placement services

A Housing Referral Program would supplement existing agencies which serve special populations and maintain a comprehensive inventory of low-cost housing for single people. In addition to referrals, the program would provide housing counseling, placement and follow-up services, including assistance with landlords. With support from the Mayor and other public and private officials, landlords would be solicited to offer housing through the Housing Referral Program that might not otherwise be available to public assistance recipients. To increase its effectiveness with both landlords and tenants, the Housing Referral Program would make use of modified payments, rental deposit guarantees and roommate referral services.

The Department of Social Services will also be diverting some of its homeless program funds to provide housing referral assistance to homeless families.

Estimated Cost: The FY 1989-1990 budget for the City and County of San Francisco authorized the transfer of \$100,000 from the Redevelopment Agency to the Department of Social Services to contract for housing referral and follow-up services for single people, in addition to DSS in-kind home-finding assistance to families.

2. Consider the most cost effective way to develop a Rental Deposit Guarantee Program to assist people with last month's rent and security deposit

People with very low incomes often find the requirements for last month's rent and security deposit to be a prohibitive hurdle in locating housing they can afford. Rental deposit guarantee programs, using some combination of a revolving fund requiring a tenant repayment schedule and an escrow account that landlords would accept in lieu of actual receipt of deposits, removes that hurdle for many people. The escrow account would be replenished periodically to compensate for defaults.

The State Emergency Shelter Program has granted \$40,000 to Catholic Charities to establish a rental deposit guarantee program for homeless families. In addition, the State AFDC Homeless Assistance Program for families provides last month's rent, security deposit and utilities hook-up. With a grant from the Northern California Grantmakers, ECHO Housing has solicited bids from community agencies in San Francisco to establish a rental deposit guarantee program, primarily for the working poor who are able to pay back a rental deposit loan. The San Francisco Chronicle Season of Sharing fund will cover last month's rent and security deposits in its roughly \$200,000 fund available for a variety of emergency housing needs to families, seniors and disabled people in San Francisco.

Community agencies are seeking funds from foundations and other sources to expand these programs and establish a rental deposit escrow account for homeless population groups not covered in the above programs.

MOH will work with private banks, community agencies and city departments to consider the most cost effective way to create and administer a rental deposit guarantee escrow account tied to the Housing Referral Unit and D.S.S. will ensure that all public and private rental deposit guarantee programs are closely coordinated with the Housing Referral Unit to maximize their effectiveness.

Estimated Cost: To be determined based on recommendations of the Mayor's Office of Housing.

3. Expand Modified Payment Program to accommodate 1,000 General Assistance and Supplemental Security Income recipients

The Modified Payment Program, administered through the Tenderloin Housing Clinic and funded by the Department of Social Services, negotiates rent discounts with landlords in exchange for guaranteed rent payments. General Assistance recipients sign up for the program on a voluntary basis. The program offers them one of the few housing options they can afford on their \$341 per month grant.

Funds to expand the Modified Payment Program from its current enrollment of roughly 300 people to 1,000 people (and even more if the demand warrants) have been included in the Department of Social Service's 1989-1990 FY budget.

The D.S.S. will also seek federal waivers to enable recipients of Supplemental Security Income to participate. (Currently, SSI recipients must be judged incapable of managing their own money, in which case they are assigned a representative payee who manages their entire grant.) A federal waiver would allow SSI recipients to have a portion of their grant assigned directly for rent payments in exchange for negotiated discounts, with the balance of the grant remaining under the control of the SSI recipient. Recipients of Aid to Families with Dependent Children could also participate in a MPP, which could include the availability of housing by offering guaranteed rent payments to landlords who are otherwise reluctant to rent to AFDC families.

Estimated Cost: \$75,000 for program operation.

B. ACQUIRE AND REHABILITATE PERMANENT LOW COST HOUSING

To expand the supply of housing available to people with very low incomes, new affordable housing must be created by rehabilitating vacant units, maintaining the affordability of existing units through non profit ownership, and constructing new ones.

1. Improve public housing by rehabilitating vacant units and increasing safety and security measures

The most readily available housing resources are vacant units under the jurisdiction of the San Francisco Housing Authority. Once rehabilitated, these units are available to eligible low-income tenants who pay 30 percent of their income for rent.

Vacancy levels for the 6,487 Housing Authority were as high as 610 units in 1988. There are currently 541 vacant units, and the new Executive Director has embarked on an accelerated rehabilitation schedule that projects rehabilitating approximately 50 units per month -- ten units more each month compared to last year. The Housing Authority has established the following 13 month schedule to reduce the backlog of vacant units:

<u>Month/Year</u>	<u>Vacant Units</u>	<u>Occupied Units</u>	<u>Occupancy Rate</u>
Oct. 1988	610	5,877	91%
Aug. 1989	541	5,988	92%
Sept. 1989	499	5,988	92%
June 1990	325	6,162	95%
Sept. 1990	130	6,357	98%

In September, 1990, the Housing Authority will complete the rehabilitation of the now vacant 42-unit Herman Street project, using \$710,000 in HUD funds.

The 98% occupancy rate projected for September, 1990 corresponds to the city-wide vacancy rate, and complies with HUD standards for full occupancy.

In tandem with the rehabilitation program, the San Francisco Housing Authority will develop an improved safety and security program which will help prevent vandalism and minimize turnover in Housing Authority units.

The San Francisco Housing Authority will:

- by September, 1990, reduce vacancy rates from the current 541 units to 130 units which would increase occupancy levels from 91% to 98%;
- seek \$1.8 million through HUD's Comprehensive Improvement Assistance to rehabilitate 50-60 units per month as called for in the rehabilitation schedule.
- construct 208 new units at Plaza West, to replace 332 units that were vacant at least four years, with \$14.1 million from HUD and \$2.9 million from the Mayor's Office of Housing;
- complete the \$710,000 rehabilitation of the now vacant 42-unit Herman Street project in Sept., 1989 with HUD funds;
- seek Comprehensive Improvement Assistance funds and CDBG funds to improve safety and security measures;
- create "Friends of Public Housing" to spearhead public-private partnerships to improve the conditions of housing projects and the quality of life for project tenants.

- pursue forty Section 8 vouchers for homeless families or individuals as part of a special allocation of HUD Section 8 rent vouchers.
- with the Department of Social Services, submit an application to Operation Bootstrap for two hundred Section 8 certificates for AFDC recipients participating in the GAIN program.

Estimated Cost: The Housing Authority estimates the rehabilitation cost of increasing occupancy levels to 98% by Sept., 1990 is \$1.8 million, the cost of the Plaza West project is \$17 million, and the cost of rehabilitating the Herman Street project is \$710,000.

2. Work with non-profit housing developers to acquire and rehabilitate residential hotels and apartments to increase the supply of very low cost housing

Non-profits provide long term, decent and affordable housing for single people with very low incomes, including the working poor and those receiving SSI or GA. Highest priority will be given to working with non-profit housing development corporations because of their experience, broad-based community support, and their grant eligibility.

a. The Mayor will:

- set aside a portion of the new \$10 million San Francisco Affordable Housing Fund recommended by the Mayor's Affordable Housing Task Force and generated by the San Francisco Redevelopment Agency bond issue. It is estimated that these funds will be committed to projects that will create between 80-100 very low cost housing units.

b. The Mayor's Office of Housing will:

- Obtain approval from the Board of Supervisors to authorize \$2.5 million be allocated to the Chinese Community Housing Corporation and the Tenderloin Neighborhood Development Corporation to acquire and rehabilitate four Tenderloin residential hotels with 460 rooms and support the extension and allocation of one hundred and fifteen (115) Section 8 rent subsidy contracts from HUD. These buildings are now owned by a for-profit developer with pending foreclosure action. Average rents will be between \$200 - \$250 per month. Three buildings are currently occupied, and the vacant building is scheduled for occupancy in April, 1990.)

- Provided \$1.2 million for a non-profit housing development corp. to acquire, rehabilitate and convert a 65 room tourist hotel into a residential hotel slated to house people receiving GA who are in various stages of job training. Rents will either be 30 percent of tenants' income or approximate \$250.00 per month. Scheduled to open in May, 1990.
 - As funds become available in the Residential Hotel Conversion fund, review applications to acquire and rehabilitate a residential hotels and work with the successful applicant to develop the project. Also, generate more funds by seeking scofflaws with assistance from the City Attorney.
 - Will encourage private lenders to pool financing for innovative housing projects which traditional lenders are reluctant to support, and take advantage of low-income housing tax credits.
 - Work with the newly established AFL-CIO Housing Pension Fund to encourage investments in affordable housing.
- c. The Mayor's Office of Community Development will:
- set projects that benefit the homeless as a priority for CDBG housing funds.

- d. The Mayor's Office will:
- coordinate applications for available federal and state housing funds, particularly federal McKinney Act funds and state Propositions 77 and 84 funds.
- e. The City Planning Department will:
- review zoning impediments to new construction of SROs and other innovative housing;
 - review potential of all public lands for new housing;
 - explore re-zoning of certain neighborhoods to encourage affordable housing development.
- f. The San Francisco Redevelopment Agency:
- will encourage developers in project areas to make additional commitments to provide low cost housing to benefit the homeless. Trammel Crowe, Inc. has committed \$700,000 toward Hospitality House in their effort to raise funds for the 24-hour homeless center, and similar arrangements with other developers are also being discussed.
 - allocated \$892,000 to purchase the Washburn residential hotel for transitional housing for the homeless chronically mentally disabled.
 - will set aside \$3.7 million from Central Block One and East Block One developments toward projects that will create between 100-150 units of very low-cost housing in the South of Market and greater downtown area.

- will convene an interagency real estate team to assist the city in identifying reasonably priced, privately held property that is well suited for transitional housing programs and social services. (I.e., the Peter Claver Community for people with AIDS, the Phoenix Project for crack addicted mothers, and the proposed 24-hour central intake facility for the homeless.)

4. Continue to develop seismic upgrading program

The rehabilitation of unreinforced masonry buildings must include bringing them up to seismic safety standards.

The City Planning Department and the office of the Chief Administrative Officer will continue to work together to develop an appropriate program to improve seismic safety without displacing existing low-income tenants.

III. STABILIZE INCOME THROUGH JOB TRAINING AND LINKS TO ENTITLEMENT PROGRAMS

If homeless people are to secure and maintain housing, they must have stable sources of income sufficient to meet rent and other everyday living expenses. Those sources of income can derive from entitlements programs or jobs, or some combination of the two.

A. ASSIST HOMELESS PEOPLE IN GAINING ACCESS TO ENTITLEMENT PROGRAMS

Income assistance programs take three general forms:

1. Families with little or no other source of income could qualify for Aid to Families With Dependent Children (AFDC), a combined federal, state and local program that currently provides \$825 per month plus food stamps for a family of four;
2. Seniors, blind or physically or mentally disabled people with little or no other source of income could qualify for Supplemental Security Income (SSI), a combined federal and state program that currently provides \$667 per month for an individual;
3. Single adults between the ages of 18 and 64, or married couples without children, who have no other source of income could qualify for General Assistance (GA), a county program that currently provides \$341 per month plus food stamps for an individual.

In most cases, entitlements programs provide a temporary source of income support for people who will eventually find employment or otherwise become independent. In some cases, people with chronic and total disabilities or those who are unable to escape from the weight of poverty, will depend upon entitlements programs as a sole source of income for long periods of time and some people survive on a combination of wages from low-paying jobs and income from entitlements programs. In all cases, people should be assisted in gaining access to entitlements programs for which they are eligible as a starting point for helping them gain the capacity to live as independently as possible.

1. Establish an entitlements outreach program

Some people who live in the streets, shelters and hotels do not know that they could be eligible for entitlements programs. By establishing an entitlements outreach program, more homeless people would receive income assistance and other related services, including job training and health insurance.

The most effective way to conduct entitlements outreach is to build it into existing programs and services that homeless people rely upon. Training in eligibility rules and procedures, as well as information on how to refer people to appropriate services will be made widely available for staff of community service agencies and City programs.

In addition, eligibility workers from the Department of Social Services will provide entitlements information at shelters, soup kitchens and clinics, or make periodic rounds with outreach teams from such agencies as the Health Care for the Homeless Program, Community Mental Health Services, and Community Substance Abuse Services.

Routine screening of hotline hotel room applicants for potential entitlements eligibility will also be implemented to help people gain access to income assistance programs.

Estimated Cost: To be absorbed by City departments

2. Assist people to secure and maintain SSI benefits

Helping people secure and maintain SSI benefits should be a priority for both the client and the City. The monthly income of \$667 from SSI is nearly twice the GA grant of \$341 and it is paid for entirely by the federal and state governments, as opposed to the local general fund. However, obtaining and maintaining SSI benefits can be particularly difficult for homeless people.

The Social Security Administration, which administers the SSI program, and the Disability Evaluation Division, which determines eligibility, often have difficulty locating a person with no fixed address. In addition, the determination of eligibility on grounds of physical or mental disability often requires documentation which is not readily available. Finally, some people who are receiving SSI benefits, particularly those with severe mental disabilities, are unable to manage their money and become homeless as a result, thereby

becoming lost once again to the agencies that provide their SSI benefits. It is, therefore, imperative that assistance be provided to homeless people to help them secure and maintain SSI benefits.

The Department of Social Services has an SSI Advocacy Unit that assists GA recipients who are applying for SSI benefits. The Department will:

- Arrange for the Social Security Administration to make available lists of applicants with no known address to help community agencies locate clients whose SSI application is pending.
- Arrange for training workshops with staff at SF General Hospital and other community-based agencies to assure that all documentation meets the Disability Evaluation Division guidelines;
- Explore the best way to expand representative payee services currently provided through the Multi-Service Center, Community Mental Health Services.

Estimated Cost: Coordination and training can be implemented at no cost. The cost to increase representative payee services is to be determined.

3. Improved check cashing services public assistance recipients

Most homeless people do not have bank accounts. They are often forced to cash their limited public assistance checks at check cashing outlets, which charge a sizeable fee, further subtracting from an already inadequate income. Recipients of public assistance checks should have access to free check cashing services.

The Department of Social Services and the Mayor's Office will solicit banks to offer free check cashing services to public assistance recipients and modified payment clients.

Estimated Cost: None

4. Establish a pilot money management training program

Public assistance benefits provide a very low monthly income. As a result, aid recipients often need money management training to make optimal use of their benefits to pay for shelter, food and other necessities.

D.S.S. will apply for a federal waiver to allow the City to develop a modified payment and money management program for AFDC and SSI recipients. The program would include money management training to help clients improve their money management skills.

The Mayor and the Department of Social Services will encourage private landlords to make units available to program participants.

Estimated Cost: Approximately \$70,000 for the Department of Social Services to contract for a money management training program.

B. ASSIST HOMELESS PEOPLE TO STABILIZE INCOME BY SECURING
EMPLOYMENT

Every effort should be made to provide work incentives, job training, counseling and job development assistance to homeless people who receive public assistance, are capable of working and would like to work.

1. Integrate the Greater Avenue to Independence (GAIN) job training program for families receiving Aid to Families with Dependent Children into programs that serve homeless families

Homeless families must be afforded the opportunity to gain job skills that will increase their chances of finding employment. The Department of Social Services currently receives state funds, and will soon receive additional federal funds, to administer the GAIN program, which provides case management, job preparation workshops, education, job training and job placement services to eligible AFDC clients. Those services must be extended to homeless families.

The Department of Social Services will target GAIN services to homeless families by integrating them into programs for homeless families administered by Raphael House, the Hamilton Family Shelter, Catholic Charities, St. Vincent de Paul Society, the Salvation Army and other community agencies.

Estimated Cost: No additional costs.

2. Introduce work incentives for General Assistance recipients by creating an income disregard policy

Currently, GA recipients have little incentive to work, since every dollar earned is subtracted from the GA grant. For example, a person who worked 20 hours per week at the minimum wage would earn the roughly the same \$341 per month in combined wages and GA benefits as a GA recipient who did not work at all. Moreover, the GA grant is a limiting factor among single adults given that the average cost of a residential hotel room in the central city is roughly equivalent to the monthly GA grant. By disregarding earned income up to a certain amount, GA recipients would have an incentive to work and they would increase their monthly income to a level that would make it more likely that they could afford rental housing.

The Social Services Commission has endorsed a proposal to institute an income disregard policy for GA recipients and the Department of Social Services is preparing an implementation plan which will require an ordinance be adopted by the Board of Supervisors.

Estimated Cost: To be determined based on the type of program implemented.

3. Create job training program for homeless people

Under the current "workfare" policy, GA recipients who are able to work are required to sweep streets to maintain their eligibility for benefits. A policy change instituted in FY 1988-1989 mandated a conversion of the "workfare" requirement into job training programs for GA recipients. That conversion, now underway, must be closely integrated with homeless services.

The FY 1989-1990 budget for the Department of Social Services includes \$550,000 to implement the General Assistance Training and Employment Program, an employment program for GA recipients. That program must be closely integrated with other homeless services, including the various shelter programs that have job development capabilities.

In addition, new initiatives that involve volunteer or paid labor from homeless people should be connected to the GA job training program. For example, homeless volunteers can help monitor hotline hotels, eventually qualifying for entry level environmental health or building inspection civil service positions.

In general, the GA job training program should become an important resource for service providers and homeless people.

Estimated Cost: A portion of the \$550,000 in DSS FY 1989-90 budget for the GATES program will be used to provide employment services to homeless people.

4. Create special job preparation and counseling services for homeless people

Assisting homeless people to prepare for employment can often involve more than technical training in job skills. Inadequate clothing, irregular access to showers and lack of stable residence means that many homeless people have been out of the job market for some time. In addition, being homeless can constitute a major assault on people's self-confidence in their ability to succeed.

In some cases, complicating problems such as emotional stress or alcohol or drug abuse must also be addressed. Homeless people must have access to additional job preparation and counseling services if their prospects for successfully gaining employment are to be increased.

Swords to Plowshares, a veterans' rights organization with a contract from the Veterans Administration, has established a successful program that provides job training with supportive counseling to fifteen homeless veterans in a stable residential setting.

Hospitality House recently received \$175,000 from the Department of Social Services to homeless people in a 65 room residential hotel.

Additional funding must be sought through the Department of Labor and the McKinney Act to expand beyond existing programs, using the combined resources of the Private Industry Council and community agencies.

Estimated Cost: Central City Hospitality House job training program received \$175,000 from the Department of Social Services to serve 65 people in a residential hotel.

5. Create a centralized job development and job bank capability.

The most comprehensive job training and counseling services will make little difference if there are no jobs available. While the numbers, types and compensation rates of jobs depends upon the larger forces shaping economic development in San Francisco and the Bay Area, at a minimum there must be a concerted effort to develop an inventory of existing jobs and coordinate that information into a centralized job bank.

In addition, the creation of a centralized job bank will broaden the pool of potential employment as employers who might not otherwise consider hiring homeless people would agree to participate in an organized program.

Developers should be encouraged to work with the Planning Department to commit both financial and non-monetary resources into this program.

The Mayor's Office, Department of Social Services and community agencies can appeal to corporations and small businesses to work with community agencies and the Private Industry Council to increase employment opportunities available to homeless people who have received job training and other supportive services. Those jobs should include everything from day labor and part-time employment to entry level and professional positions.

The Mayor, DSS and community-based agencies will seek funds from corporations and foundations to:

- hire skilled job developers as part of a centralized and coordinated service;
- provide technical assistance in job search skills such as resume writing and employment interviews;
- establish a computer network to link community service agencies and the Department of Social Services to a centralized job bank.

The creation of a centralized job development and job bank capability would supplement rather than supplant the job development activities sponsored by individual agencies.

Estimated Cost: To be determined.

IV. PROVIDE HEALTH AND SOCIAL SUPPORT SERVICES

Many homeless people simply need a job or other source of income and a decent affordable place to live. Some need health and social support services to assist them in living with the greatest degree of independence possible. In some cases, the need for support might be brief to help through a difficult period of transition or to overcome a temporary health or social problem; in other cases, the need is for long-term support for chronic conditions. The greatest needs are in the areas of supported residences such as transitional housing, mental health and substance abuse services, health care, childcare and education.

A. PROVIDE SUPPORTED RESIDENCES TO HELP PEOPLE ACQUIRE THE CAPACITY TO LIVE MORE INDEPENDENTLY

San Francisco had five successful applications funded out of five submitted to the Supported Housing Demonstration Program component of the Stewart B. McKinney Homeless Assistance Act, with a sixth application for SRO Moderate Rehabilitation project-based Section 8 certificates still pending. At least six new transitional housing and supported residential programs will be initiated in FY 1989-90.

1. Set aside local, matching funds for federal and state grant applications for transitional housing and homeless services

The Department of Social Services budgeted \$400,000 for a transitional housing pool in FY 1989-90 to provide matching funds for community agencies that applied for federal McKinney funds. The unused portion of that pool was placed in reserve and can be used to support new applications submitted during FY 1989-90. The Department of Social Services intends to reduce expenditures for its "hotline" hotel program in 1989-1990 and use a portion of the savings to support new applications by community agencies for McKinney Act funds in 1990-1991.

The Division of Mental Health, Substance Abuse and Forensic Services will set aside funds to support additional applications for transitional housing programs, and the Mayor's Office of Community Development has \$200,000 available for homeless services.

2. Transitional Housing for Homeless Families: Salvation Army

This project will involve the new construction of a transitional housing project at Ninth and Harrison Streets, provide for a length of stay of 6-24 months, and include counseling, education, child care, job training and health care support for 30 homeless families. Groundbreaking is scheduled for November, 1989 and the project opening is scheduled for December 1990.

Estimated cost: Construction costs will be covered by \$600,000 in corporate donations, including a \$200,000 commitment from Pacific Telesis and a \$200,000 pledge from Pacific Telesis based on another \$200,000 donation, \$1.8 million from private foundations, \$1 million from CDBG and \$350,000 in individual contributions. Operational costs will be covered by \$420,000 per year for five years from McKinney Act funds, \$81,000 per year for five years from the Department of Social Services, and commitments from the Salvation Army and private foundations.

The total project cost is estimated to be \$4.5 million, with an annual operating budget of \$840,000.

3. Transitional Housing for Homeless Women and Children:
St. Vincent de Paul Society

Acquire and rehabilitate a facility to expand the Rosalie House emergency and transitional housing program for homeless women and children who are victims of domestic violence. The new program will provide 20 beds and with an array of services, including parental skills, conflict resolution, money management, nutrition, health care, substance abuse counseling and employment assistance. Length of stay will be up to 2 years.

Acquisition will be completed in August, 1989; renovation is scheduled to begin in November, 1989 and the project will be scheduled for occupancy in April, 1990.

Estimated cost: The \$900,000 purchase price will be covered by \$255,605 from McKinney Act funds and private foundations. Rehabilitation costs will be covered by \$125,000 from McKinney Act funds and \$110,000 from CDBG funds. Five year operational costs will be covered by \$125,3000 a year from McKinney Act funds, \$100,000 a year from the State Office of Criminal Justice Planning, \$60,000 from the Commission on the Status of Women and \$34,000 a year from the Department of Social Services.

The total cost of the project is \$1.2 million with an annual operating budget of \$390,000.

4. Transitional Housing for Homeless Youth: Catholic Charities

Acquisition of a Mission District building to begin a transitional housing program for 15-20 homeless youth. The program will serve 30-40 clients annually (16 to 18 month stay) and provide job training, independent living skills, on-site case management, vocational and educational services and after care.

Acquisition will be completed by Oct, 1, 1989 and the program will be ready for occupancy by Jan. 1, 1990.

Estimated cost: Acquisition costs will be covered by \$400,000 from McKinney Act funds, \$400,000 in CDBG funds and \$500,000 from private sources. Operating costs will be covered by \$118,560 a year for five years from McKinney Act funds and \$100,000 a year for five years from the Department of Social Services.

The total cost of the project is \$1.3 million with an annual operating budget of \$236,000.

5. Transitional Housing for Homeless Youth: Hospitality House

Expand a transitional housing program for homeless youth by moving out of rented apartments in the Tenderloin into flats purchased in the South of Market area. The project will expand an existing minimal overnight housing program for ten youths with a two month length of stay into a 12-bed, 24 hour licensed facility, with a six month length of stay. The services provided on site include independent living skills training program, job placement, substance abuse treatment and case management.

Renovation is scheduled to begin in September, 1989, and the new facility is scheduled to be ready for occupancy in March, 1990.

Estimated cost: Acquisition and rehabilitation costs will be covered through \$95,000 from the McKinney Act, and \$61,000 from the State Office of Criminal Justice Planning, \$55,000 from CDBG and \$20,000 from the non-profit Friends of the Victim Witness project. Expanded service costs will be partially covered through \$40,000 a year for five years from the McKinney Act.

Total project costs are \$231,000 with annual operational cost of the expanded services yet to be determined.

6. Transitional Housing for Homeless Mentally Disabled People: The Division of Mental Health, Substance Abuse and Forensic Services, Public Health Department

A new transitional housing program for 26 homeless mentally disabled people based in a residential hotel in the South of Market area. The building will be owned and managed by a non-profit housing development corporation.

The program will provide case management, money management and social support services to help mentally disabled people stabilize their lives and break the cycle that alternates between hospitalization and the streets. Length of stay will be up to two years. The program is modeled after four successful programs operated by San Francisco Support Services.

Acquisition was completed in August, 1989 and renovation work is scheduled to begin on December 1, 1989. The projected start date for the new facility is July, 1990.

Estimated cost: Acquisition costs will be funded by \$200,000 from the McKinney Act and \$892,000 from the San Francisco Redevelopment Agency. An additional \$200,000 from the McKinney Act will be used to rehabilitate the building. Operational costs will be covered by \$220,000 a year for five years from McKinney Act funds and \$220,00 per year for five years from the Department of Public Health's Division of Mental Health, Substance Abuse and Forensic Services.

Total project costs are \$1.3 million with \$440,000 annual operating costs.

7. Supported Residence for Homeless People Preparing for Employment: Hospitality House and Chinese Community Housing Corporation

A community service agency and neighborhood based non-profit developer have joined together to develop a program for homeless people who are preparing for employment. Chinese Community Housing Corporation has purchased the 65-room Cambridge Hotel to house the program. Hospitality House will provide job training, counseling and related support services to assist people in developing job skills and securing employment. The program is scheduled to begin in May, 1990.

Estimated cost: The San Francisco Housing Authority, on behalf of the Chinese Community Housing Corporation and Hospitality House, submitted a request for 65 project-based Section 8 certificates for 10 years under the McKinney Act. The Section 8 certificates would subsidize the rental costs for program participants by requiring them to pay only 30 percent of their income, while underwriting part of the development costs by guaranteeing market rate rental revenues to the developer. The project was also aided by \$1.2 million from the Mayor's Office of Housing and a commitment of \$175,000 for annual program costs from the Department of Social Services.

Total project costs are \$3.1 million with a \$175,000 annual operating budget.

B. PROVIDE A CONTINUUM OF MENTAL HEALTH AND SUBSTANCE ABUSE SERVICES

While adequate mental health and substance abuse programs must be a critical component of a comprehensive homeless plan, these programs have been particularly impacted by budget constraints the past few years.

Mental health and substance abuse services are supported primarily through a combination of federal, state and local funds. For the past three years, the State of California has neither increased funding nor provided a cost-of-living adjustment to maintain existing mental health and substance abuse services; however there has been some increase in the availability of Federal funding for drug programs through the "war on drugs."

As a result, Community Mental Health Services and Community Substance Abuse Services have focused more on maintaining existing service levels as opposed to major new program development -- the two transitional housing programs, (the Hotel Dolores and the Washburn hotel) recently initiated by the Community Mental Health Services are a notable exception.

1. Support the development of a continuum of mental health services

Community Mental Health Services will take the following actions in FY 1989-90 to address the continuum of services needed by homeless people who are mentally disabled:

- a. Increase vocational rehabilitation programs to accommodate 50 additional people by reallocating existing funds.
- b. Increase case management services to accommodate 70 additional people by reallocating \$90,000 in existing funds;
- c. Pursue a portion of \$10 million in State funds to increase reimbursement for board-and-care facilities to help reverse the trend toward loss of board-and-care beds and promote the creation of new facilities;
- d. Continue the development of a 185-bed skilled nursing facility with \$26 million in funds approved by San Francisco voters in a 1988 bond measure. The facility is scheduled for completion in 1992.

- e. Community Mental Health Services will continue to pursue mental health funding available through the Stewart B. McKinney Homeless Assistance Act for transitional housing, block grant-supported programs and demonstration projects.

2. Support the development of a continuum of substance abuse services

Community Substance Abuse Services will take the following actions to improve the continuum of substance abuse services available to homeless people with alcohol and drug problems:

- a. Seek \$554,000 in federal funds for alcohol and drug programs specifically designated to address unmet needs;
- b. Seek \$4.5 million in federal funds specifically designated to alleviate waiting lists for substance abusers who are at risk of HIV infection.
- c. Seek \$630,000 in federal pass through funds for primarily crack cocaine treatment.
- d. Community Substance Abuse Services will apply for alcohol and drug demonstration grant funds as they become available through the Stewart B. McKinney Homeless Assistance Act.

C. SUPPORT HEALTH CARE OUTREACH TO HOMELESS PEOPLE

For the past four years, the Health Care for the Homeless Program has provided medical, mental health and social work services to homeless people in shelters and hotels. Funded initially with a grant from the Robert Wood Johnson Foundation and Pew Memorial Trust, the program was later expanded with funds from the Stewart B. McKinney Homeless Assistance Act to include outreach to the streets and hotels of the central city area, using a merger with the Tom Waddell Clinic as its new base of operation.

In addition, the McKinney funds enabled member clinics of the San Francisco Community Clinic Consortium to bring medical outreach to homeless people in neighborhoods throughout the city. Elements of the original program, including a clinic for homeless youth and mental health outreach, are threatened as foundation funds are depleted in FY 1989-1990.

President Bush's proposed budget for McKinney Act funding for health care services during FY 1989-1990 reflects an increase of 35 percent nationwide over prior years. A priority for increased funding is compensation for the loss of Robert Wood Johnson Foundation and Pew Memorial Trust funds in 19 cities.

1. Seek federal funds for Health Care for the Homeless

The Department of Public Health will take the following action to maintain health care outreach to the streets, shelters and hotels of the central city area:

- In conjunction with the San Francisco Community Clinic Consortium, apply for additional Stewart B. McKinney Homeless Assistance Act funds to compensate for the loss of foundation support.
- Seek matching funds for the federal grant from a reserve account provided for in the City and County of San Francisco's FY 1989-1990 budget specifically set aside to match federal and state applications for AIDS, crack cocaine and homeless programs.

D. SUPPORT EFFORTS TO PROVIDE CHILDCARE AND EDUCATION FOR HOMELESS PEOPLE

The Statement of Need established a need for childcare and education for homeless families. Homelessness can sometimes force parents and children to spend every minute together, often in cramped quarters with no privacy. Parents also need time off to attend job training sessions, look for work or run errands. Homeless children also need regular access to school and, in some cases, special tutoring to compensate for lack of stability and emotional stress that sometimes accompany homelessness.

1. Improve the availability of childcare and education for homeless families.

The following actions will be taken in FY 1989-1990:

- a. Mayor will direct San Francisco's legislative advocate to lobby support for AB 995 (Torres), which would provide State funds for childcare for homeless families in Los Angeles and San Francisco;
- b. Mayor and Department of Social Services will support requests for private funds to finance childcare in family shelters;
- c. Mayor's Office of Community Development will consider the use of Community Development Block Grant funds to finance childcare in family shelters.
- d. The Department of Social Services and the San Francisco Unified School District will each designate a person to coordinate school enrollment and special services with programs for homeless families.

Estimated costs: All administrative costs will be absorbed by the respective department and program costs to be determined

V. MAINTAIN AN INTEGRATED TEMPORARY EMERGENCY SHELTER SYSTEM

Every effort must be made to provide decent temporary shelter and to meet basic human needs, while using the emergency system as an entry point to help people reach appropriate services.

However, to the extent possible, local resources must not be diverted away from the creation of more permanent solutions for the sake of expanding emergency services. The expansion of emergency services should follow two general principles:

- Maximum use must be made of federal, state and private resources designated specifically for emergency services;
- Emphasis must be placed on expanding capacity within existing emergency services by creating exits out of homelessness.

To the extent that needed emergency services cannot be provided within those principles, they must be supported with local funds.

A. PROVIDE EMERGENCY SHELTER AND POINTS OF ENTRY INTO THE
SOCIAL SERVICE SUPPORT SYSTEM

The City should provide an emergency shelter program which provides temporary shelter and links homeless people to more comprehensive services.

1. Create a 24-hour drop-in center within a multi-service program.

The creation of a 24-hour drop-in facility with showers, storage, telephones, mail service, recreation, 100 bed shelter, 92 transitional housing units, and other services that meet the everyday needs of people in the streets would also serve as a point of entry into other services.

By combining a drop-in center with shelter, transitional housing, job training and development, health care and case management, a multiplicity of needs can be addressed in one location. Community and city agencies will provide the services.

Case managers will also arrange for additional support from other programs to supplement services provided on site. The 24-hour facility would be a primary alternative to people who are currently living in the streets and parks.

An interim site to be donated by Hastings, which includes some of these services including a 120 bed shelter, will provide an opportunity to begin services as soon as possible and will continue until the new facility is completed and ready for occupancy.

Estimated cost: Preliminary estimates for the cost of acquiring and rehabilitating a facility that would accommodate drop-in, shelter, transitional housing and other programs is in the general range of \$8 million. The 1989-1990 budget includes \$1.5 million to acquire and rehabilitate a building.

2. Improve Services to Homeless Families

The Social Services Commission has authorized \$100,000 for a 40 bed shelter for families, which will open in September. The Social Services Department has also allocated \$10,000 for emergency hotel rooms for two homeless families to be arranged through Travelers Aid and available immediately. The Hamilton Family Shelter will be allocated \$12,500 to provide an additional 5 beds.

To provide on-going support and more comprehensive services, DSS has authorized \$148,000 to contract with a non-profit organization to create a Family Multi-Services Program. This project would serve 100 homeless families and provide homeless prevention services, including money management and follow-up counseling. This program will be operational in December, 1989.

Estimated Cost: DSS has budgeted a total of \$270,000 for these services.

3. Reduce reliance on the hotline hotel system

About 1,000 people receive emergency shelter through the hotline hotel program each night. In the hotline hotel program, people line up at the Department of Social Services to get vouchers for three to seven days to stay in any one of approximately 35 hotels. As many as 100 people per night are sometimes turned away for lack of rooms. While the hotline hotel program does put a roof over many people's heads, it does not offer stability of residence or otherwise assist people out of homelessness.

There is great need to use the hotline hotel program as an entry point for entitlements outreach and referral to low-cost housing alternatives, job training and the SSI Advocacy Unit. The introduction of an identification system by the Department of Social Services in FY 1989-90 will afford the first opportunity to screen for entitlements eligibility.

Coupled with the creation of a Housing Referral Program, the expansion of the Modified Payment Program, and the new transitional housing projects, the opportunity exists to reduce the reliance on the hotline hotel program by helping people secure sources of income and locate low-cost housing alternatives. The hotline hotel program would then be available as an emergency shelter system to those who genuinely have no other options.

Estimated cost: Funds for the identification system, the Housing Referral Program and the expansion of the Modified Payment Program have already been budgeted. No additional costs are anticipated.

4. Improve conditions in the hotline hotels

The involvement of homeless people to help monitor the conditions in the hotels through an ombudsman program initiated in FY 1988-89 and enhanced enforcement of health and building codes will be expanded in 1989-90.

Estimated cost: The ombudsman program and tougher standards promulgated by the Department of Social Services for continued participation of hotels in the hotline program would involve no additional costs.

5. Improve existing shelter facilities

Improvements and additions to existing shelter facilities must be actively promoted by increasing COLA's and through the use of federal and state capital funds earmarked for emergency shelters.

Estimated cost: Although funding varies from year to year, approximately \$1 million is available annually for capital costs through the Federal Emergency Management Agency (federal), the Emergency Shelter Grant Program (federal), the Emergency Shelter Program (state) and Community Development Block Grant funds (federal funds administered locally).

6. Improve coordination of services within the emergency shelter system

While individual emergency shelter programs are operated by different public and community agencies, there are some services such as job training and development, health care and clothing and related supplies that would benefit from interagency cooperation. The Mayor's Office will seek to create a regular forum in which providers of emergency shelter and related services can improve coordination of efforts.

Estimated cost: No additional costs would be incurred.

7. Expand emergency shelter system during winter months

During the cold and rainy season, it is particularly difficult for people to survive outdoors. In January of 1989, religious and community groups responded to a call from Mayor Agnos to offer shelter to 200-300 people each night. An Interfaith Task Force was created and, with a grant from the Koret Foundation, a full-time staff person was hired to organize the winter shelter program for the following year. There is need to continue and promote the winter shelter system through the mechanism of the Interfaith Task Force, to link the program into the City's homeless program, to secure funding for future years and to have the program evolve into broader and more varied participation from churches and synagogues.

Estimated cost: The annual budget for the winter shelter program is \$50,000. A Koret Foundation grant provided \$25,000.

8. Improve coordination of emergency services to reduce the number of death of homeless people on the streets

According to annual reports prepared by the Tenderloin Times, Approximately 100 homeless people die on the streets of San Francisco each year. In response to a request from the Homeless Task Force, the Mayor and the Department of Public Health receive monthly reports from the Coroner on the number of homeless deaths, the locations, clinical conditions and demographic information. The Mayor's Office will summarize and distribute these reports to emergency service agencies on a routine basis for the purpose of improving the capacity of those agencies to take actions that could reduce the number of homeless deaths on the streets.

Estimated cost: There are no additional costs associated with receiving and distributing the Coroner's data.

9. Support for providing clean and decent clothing.

Clean and decent clothing must be easily available to enable homeless people to attend job interviews, be comfortable in public and maintain their self-respect.

The San Francisco Clothing Bank, a project of San Francisco Fashion Industries, solicits new clothing from designers and retailers. Each year, the San Francisco Clothing Bank also holds a sale to raise funds to purchase needed clothing to supplement their donated inventory. Clothing is stored in a warehouse on port property and is distributed to agencies serving homeless people. The San Francisco Clothing Bank must be supported in its efforts by designers, retailers and the general public.

Estimated cost: The San Francisco Clothing Bank is self-financing.

10. Support for food services

The availability of food and dining programs is of critical importance to homeless people. The City will support:

- The Mayor's Food and Hunger Council
- efforts to encourage eligible homeless people to obtain food stamps
- food programs that participate in bulk purchasing and distribution of quality surplus foods
- food delivery programs that are in compliance with Health Codes.

Estimated Cost: none

